



U.S. AIR FORCE

Policy Letter

Digest

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September 2002

The culture of AEF and the value of Air Force doctrine

By Gen. John P. Jumper, Air Force Chief of Staff

We have come a long way in the difficult process of defining, refining, organizing, deploying and employing our Air and Space Expeditionary Force concept. Despite being involved in three major operations (operations Allied Force, Enduring Freedom and Noble Eagle) during the transition, we continue to make steady progress in the manning, equipping and training of the dedicated forces and in the force flow management that is so critical to their success.

I need your personal attention and support in two vital areas if we are to finally bring the AEF concept on-line in the challenging days ahead. The first area is the adoption of the AEF expeditionary mindset across our Air Force. The second is the embracing of our doctrinal precepts in the organization and employment of air and space power.

Concerning what I call "The Culture of the Air and Space Expeditionary Force," everyone in the Air Force must understand that the day-to-day operation of the Air Force is absolutely set to the rhythm of the deploying AEF force packages. Essential to this cultural change is our universal understanding that the natural state of our Air Force when we are "doing business" is not home station operations but deployed operations.

The AEF cycle is designed to provide a rhythm for the entire business of our Air Force, from assignment cycles to training cycles and leave cycles. That process needs to be the focus of our daily operational business. We must particularly work to change processes within our own Air Force that reach in and drive requirements not tuned to the deployment rhythm of the AEF. That means that when the 90-day vulnerability window begins, the people in that particular AEF force package are trained, packed, administered and are either deploying or sitting by the phone

expecting to be deployed. There should be no surprises when that phone does ring, and no reclaims that they are not ready. More important, there should be no reclaims because someone other than the AEF Center tasked people in the AEF for non-AEF duties.

So I need your help. Wing commanders should be looking at a slide in daily staff meeting that tracks the training progress and availability of each unit type code preparing to deploy just like we track flight mission capable rates. We should all know what AEF we are in and when we are vulnerable to deploy. You may ask, "What about units that don't deploy?"

The answer is that some parts of almost every unit in the Air Force is or will be in a UTC that deploys in the AEF cycle. The purpose of the new combat wing organization is to make some parts of every wing trained and ready to be expeditionary.

The second issue we need to focus on is understanding and adhering to our doctrine. Just as important to the expeditionary culture is the fundamental understanding that we organize, deploy and employ using organizational principles based on doctrine, not ad hoc command arrangements.

Doctrine is not the opinion of the most senior officer present. Years ago we found we had nearly lost our way, and although we were and are magnificent operators, we were wasting time and energy in organizational structures that didn't make sense and were not understood by our people.

Neither were they understood or supported by the joint commanders we were sent to support. Worse, this lack of doctrine was causing a "lost patrol" syndrome as we stood up small organizations or deployed with no coherent command and control structure.

Since 1996 our focus on doctrine has given

us the tools we need. We created a doctrine center and took the time at every senior Air Force level to codify what we had experienced in joint and combined planning, deployment and employment. We agreed and codified those lessons as our best practices and issued them as our first comprehensive and integrated set of doctrine.

Chief among those documents were Air Force Doctrine Document-1, Air Force Basic Doctrine, and AFDD-2, Organization and Employment of Aerospace Power, which laid out not only what we believe about the proper application of air and space power, but also the proper way to organize, present, deploy, and employ air and space power. We continue to institutionally review and improve those concepts to ensure they stand the test of time as well as to make sure that we transform with the times.

Two principles — unity of command and centralized control/decentralized execution — are the key pillars of our doctrine. We believe that airmen work for airmen and the senior airman works for the joint force commander.

These precepts have served us well over time, but we airmen are plagued by bad habits — over the years we have not formed good habits in reading and practicing our own doctrine.

When I review our laydown of forces in recent contingencies and exercises, I see some improvement, but not what we should expect from Air Force leadership that understands and enforces our doctrine.

Despite the fact that AFDD-2 provides us with a clear view and ample examples of how we should best organize and present our forces, I still see instances where we have not established a commander, Air Force forces, where we have deployed multiple squadrons

to the same bases with no Air Force command element and no clear line of Air Force authority to any commander.

Additionally, even in our permanently based force we can still point to units quartered on the same base or geographically separated units, but reporting up separate chains, some even linked to functional stovepipes rather than to a commander.

In most cases we don't even notice doctrinal negligence because our airmen are such superb operators — we'll get the job done even in a lousy organization. We need to fix this for them. We know how to do it right: we've taken the time to argue it out, write it down and publish it.

I realize that doctrine is by design authoritative but not directive; however, if we haven't read it, it is neither. In the normal circumstance, doctrine is the best way to proceed and if we must deviate, there should be a clear and compelling operational reason.

I need you to help me bring discipline to the system and the way we deploy and employ our forces. The basics are simple: when we deploy we should be in a wing, group, squadron or flight. There should be a clear chain of command to a commander of Air Force forces. A deployed expeditionary unit should look like the combat wing organization we are a part of back home.

We should read AFDD-1 and AFDD-2. An expeditionary mindset across our Air Force and an in-depth understanding of our force presentation doctrine are fundamental to the success of our AEF if we are to meet the challenges of a rapidly changing world. I will count on you to be out front with me in getting these messages clearly explained and understood across our great Air Force.

**Secretary,
Chief
discuss
current
operations
tempo, new
airman**

Air Force Secretary James G. Roche and Air Force Chief of Staff Gen. John P. Jumper recently participated in a roundtable discussion for Air Force Television News. It was a first for the program as the two top leaders discussed current operations tempo and the new generation of airmen in the Air Force. The following is an excerpt from the discussion.

Air Force News: Talk about Noble Eagle and Enduring Freedom. This is something that's

been going on now for quite some time. How do you feel as a service we're holding up?

Secretary Roche: I think if there's ever an opportunity to prove the total force policy of the Air Force, which was new to me by the way, because in the Navy we didn't have something like that, this was it. It was terrific. To see the Guard step up and do what it did; the Reserve; as well as our active forces in both cases. The Guard took on the preponderance of the mission in Noble Eagle;

and the active force the preponderance of the mission in Enduring Freedom. But active forces served in Noble Eagle and Guard units certainly have served in OEF as well as reserves all over the place. It's a demonstration of how to do this.

Where we realize that it's different is we never expected to have the two theaters of war at the same time, and we're the only service that really does.

The second thing I think we came upon is that the United States is a very big place. You can't defend Chicago with a plane from Otis (Air National Guard Base, Mass.) It's a very large place. And when we have other combat considerations we tend to actually have a smaller area to deal with as compared to the United States. Making sure that we could have NORAD (North American Aerospace Defense Command) brought up to speed for the entirety of the United States as compared to the borders of it were very important, but the ability to adapt quickly which is inherent in our Air Force is what I think has made the biggest difference.

General Jumper: Absolutely. The boss and I both realize we do nothing in today's Air Force without our Guard and Reserve. They're absolutely critical to everything we do. As a matter of fact sometimes I get criticized, I go through a speech they say you didn't even mention the Guard or Reserve. I feel like I don't have to. I assume it in every aspect of the mission and every mission of the Air Force.

I'm absolutely delighted with what I've seen out there. We have to pay a lot of attention to the employers out there because we brought a lot of people on active duty, a lot of people volunteered to come on active duty and they did so with the blessings of their bosses. We can't take advantage of that. We've got to, we can't over-extend that privilege. So we're working very hard, the secretary and I, in making sure that we get the people back to their employers and get them back home again and try to get life back to normal for those people as quickly as we can.

Air Force News: How do you feel about the young folks that are coming in that are

going to move the Air Force forward.

General Jumper: I go down to Lackland (Air Force Base, Texas) from time to time and I look at these youngsters. We bring 800 new people into our Air Force every Friday at Lackland AFB. You go down there and you see the same scene almost every time, a newly admitted airman in his bright new blue uniform standing in front of his mother saying, "Yes, mom. It is me." And the dad saying, "It can't be you. You look like the kid who fell down the stairs with his tackle box in his hand when I left you off, and now look at you. You're standing up tall and straight, you're saying ma'am and sir, you're respectful. Who is this? What have you done with my kid?"

You go around and you talk to these youngsters. If you're a youngster and you've got your parents there you're lucky. Many of them come from backgrounds that are not something that I can identify with, and when you ask them about themselves, they'll tell you. Somebody took me by the ear lobe and pushed me toward the Air Force and it saved my life. I was on a slippery slope. I was in this terrible situation. I was going nowhere. I was ruined. I had no potential.

People will tell you, this is the first time anybody's ever told me they're proud of what I did. My training instructor handed me a coin and called me an airman. I'm so proud of what I'm doing. My parents are proud of me. For the first time my parents are proud of me, my mom or my dad.

So you look at this, and I tell the older audiences I talk to, the World War II generation, I tell them have faith. You think this is the "Beavis and Butthead" generation, the generation that was raised to not respect anything or to disrespect everything, but when you go out there and you expose them to a little pride, a little motivation and some strong leadership human nature takes over, and once you experience that pride you never turn back.

These are the kids we see out there when we travel on the flightlines of America or the world now, and I couldn't be more proud to be at the helm of this great Air Force.

CSAF explains combat wing organization rationale

“It’s interesting to me to talk to people who think that somehow the secretary and I live up in this ivory tower and we only hear from advisors who advise us on these dramatic changes in the Air Force and then somehow we get talked into it,” Air Force Chief of Staff Gen. John P. Jumper said recently. “Somehow there’s no way from my own experience I could have made up my own mind about this combat wing organization.

“I have often said that the two hardest things we do in our Air Force is fly and fix airplanes, and I’ve added to that since I’ve become the chief. Because I’ve had a chance to go down to a Titan missile launch, so I add we fly them, fix them and launch them are the three hardest things we do because that launch process down there is very impressive and we’ve got a lot of people working very hard to make those big missiles fly.

“In the new combat wing organization the rationale is simple. In the operations group, I want the operations group commander to be the role model for every operator in the wing. I want the squadron commander to lead combat missions on the first day of the war, and I want them leading strike forces in Red Flag and I want them to be the most proficient pilot or operator in their unit. And I want all of the people in that unit to look up to that squadron commander as a role model,” he said.

“Right now if you’re a maintainer you look up to the head of your leadership and it’s the operations group commander. Chances are you can never be that person. You look and say who

can I be? Well, I can be the logistics group commander, but I have to go do things other than maintain airplanes before I can do that. Then if I get to that position I’ve got to ask the operations group commander for permission to go out on the flightline to be around the airplanes that I love in the first place.

“So I want the maintainers to be able to have a career progression that leads them to the head of a maintenance organization, and I want them to be as experienced at maintaining airplanes as the operations group commander is at flying airplanes,” he continued.

“Those two things I think are fairly straightforward. The hard part is going to be the combat mission support function which is going to be new. It is going to entail everything that goes into our expeditionary Air Force from the crisis action planning, working with the joint system to get the deployable loads into the airlift system, loading it on the airlift airplanes, the visibility of the stuff while it’s in transit, the bedding down at the far end. Where do you put the tent city? Where do you store the munitions? How do you plug into the supply system at the far end?

“It’s a skill set that none of our officers have in total right now. But the new expeditionary support discipline will take all of this into account and we will create a Red Flag-like training operation for the support business, where you will go to a tent city, you will practice commanding a tent city, you will learn all the things that go into that. So that’s why it’s important,” General Jumper said.

Workload survey may alter future AFSC levels

The perception that workloads have increased since the Sept. 11 terrorist attacks will be put to the test in a new Air Force manpower survey.

Results of the Personnel Tempo Survey will indicate which Air Force specialty codes have been the most severely affected and give senior leaders the data they need to provide relief to those working the longest hours.

“The idea is to get a handle on the perstempo for each AFSC, so we have the grass-roots information to help us cross-level resources between stressed and nonstressed career fields,” said Col. William C. Bennett, chief of the requirements and utilization division at the Pentagon.

Although deployments in support of operations Noble Eagle and Enduring Freedom are commonly seen as the main culprits of increases in perstempo, Colonel Bennett said they are not the only ones.

“We fully recognize the perstempo impact caused by deployments is not limited to those who process through a mobility line,” he said. “As a matter of fact, in many cases the people most severely impacted are those left behind to accomplish the day-to-day mission with significantly fewer people.”

Beside workcenters losing people to deployments, many career fields are finding themselves shorthanded when personnel are assigned to augmentee duty.

The perstempo study will consider all factors. The study, developed by the Air Force Manpower and Innovation Agency, will measure how many hours people in each AFSC are working each week and will also consider all factors that make personnel unavailable to their workcenters.

“Some AFSCs are certainly more stressed than others. We need to take steps to reduce

the stress in those fields. For example,” Colonel Bennett said, “aircraft maintainers might be working 70-hour weeks, while people in other career fields are working 40 hours.

“Given that no additional manpower growth is on the horizon, we’ll need to realign authorizations and personnel from some of those less-stressed AFSCs to the more-stressed fields.”

**AF extends
14,000
mobilized
Guard,
Reserve
members**

The Air Force will be extending the mobilization of more than 14,000 Air National Guard and Air Force Reserve members into a second year because of the continuing requirements of operations Noble Eagle and Enduring Freedom.

The plan is to keep these people mobilized just long enough for the active force to realign manpower so that requirements created by the war against terrorism can be supported by a more predictable steady state process, according to John C. Truesdell, deputy assistant secretary of the Air Force for Reserve Affairs at the Pentagon.

Despite these four extensions, Air Force leaders are committed to demobilizing these people as soon as possible, Mr. Truesdell said. There are several initiatives underway to transform the active-duty force structure to alleviate its stressed career fields and to meet 21st century requirements.

These initiatives seek to free up active-duty airmen from nonmilitary-essential tasks and use those assets in stressed specialties such as security forces. Nearly 67 percent of the air reserve component members who are having their tours extended are filling security forces requirements.

The Air Force has not been able to meet the increased security forces requirements from within the active-duty force and the continued support of the Guard and Reserve is crucial to protecting the force.

“Senior Air Force leaders understand the concerns this announcement may create among extended air reserve component members and one action they are taking is to seek legislative relief in two bills introduced to Congress,” Mr. Truesdell said.

“The first bill seeks congressional approval to authorize the Air Force to contract out certain administrative security forces functions to reduce the number of positions that must be filled by active-duty or reserve security forces,” he said.

“The companion amendment, if passed, would allow active Guard and Reserve tours from the Air Force Reserve to be used for security forces functions.”

These two bills aren’t a cure-all, Mr. Truesdell said, but combined with ongoing initiatives, they will help bring down the number of people who must be extended through their second year and, hopefully, return some predictability back to Guard and Reserve members.

**Critically
stressed
career fields
may find
relief**

A recent study of all Air Force specialties by career field functional managers and manpower and personnel experts identified 17 stressed career fields.

“Eventually, all of these stressed career fields will be taken care of, but because of time and money, we are concentrating our efforts on the six most stressed areas first,” said Col. John Vrba, chief of Air Force competitive sourcing and privatization at the Pentagon.

These areas — security forces,

intelligence, Office of Special Investigations, civil engineer readiness functions and enlisted aircrew members — were among the specialties most affected by the increase in mission requirements that came after the Sept. 11 attacks.

For example, the Air Force identified about 30,000 new manpower requirements shortly after Sept. 11, with half of those belonging to security forces.

“The increased threat conditions that we were operating under required us to drastically

ramp up our force protection efforts,” Colonel Vrba explained. “As we are returning to a more stable steady-state routine, we are re-examining these requirements and believe we will be able to get the security forces requirements down to a few thousand.”

While this is good news, trying to come up with a few thousand people to fill these new requirements is not an easy task, he said. “Increasing the overall end strength of the Air Force is not an option available to us. These additional positions will need to be filled from in house resources.”

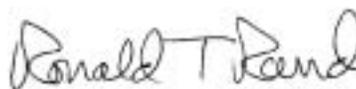
Therefore, the Air Force launched its core competency review to find these additional resources.

The CCR examined all Air Force positions

and tried to determine what Air Force missions had to be done by airmen, what tasks are better performed by airmen, and what services does the Air Force provide to its customers, the combatant commanders.

The review looked for opportunities to free up airmen from tasks that do not require a “bluesuiter” and could just as easily be done by someone else.

The study has already identified approximately 2,500 positions that could be converted from military to civilian and 1,000 traditional Reserve positions that could be converted to full-time Reserve positions. Also, a request for funding is being worked in the fiscal 2004 Program Objective Memorandum.



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QUOTABLE QUOTE

“We have arrived at a new steady-state. Stop-Loss most certainly helped us get here successfully, but we had pledged all along that we wouldn’t hold onto anyone longer than necessary.”

James G. Roche, Secretary of the Air Force

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